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ABSTRACT

Statewide community college planning processes in Connecticut seek to solve the inherent conflict between accountability and institutional autonomy by splitting the responsibility for plan development between state agencies and the colleges. To ensure that the state plan intersected with the college's plans, a three-step process was used: (1) college presidents and deans of academic affairs, student services, administrative services, and continuing education were involved in the development of the systemwide plan which articulated a set of values for the system and established general directions and overall goals; (2) the colleges were given one year to establish campus committees charged with designing appropriate plans of action based on the system plan, strategies for achieving operational goals, and appropriate qualitative and/or quantitative measures of institutional effectiveness; and (3) a biennial review process was instituted to check assumptions and accomplishments and match these with strategic responses. In addition to its focus on maintaining a balance between accountability and autonomy, the planning process also emphasized increased understanding of the external conditions and trends affecting the colleges. A think-tank process was used to systematically test the basic assumptions underpinning the plan against the planners' vision of the future. The result, which integrates both long-range and strategic elements, seeks to align the direction of the community colleges with the state's economic development assumptions, to emphasize minority recruitment and retention, and to forestall financial problems through the creation of alliances with legislators and the improvement of institutional research and data-gathering mechanisms. (AJL)

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A State Perspective: Reconciling Institutional Autonomy and Statewide Planning

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In order to measure institutional effectiveness, it seems to me, we need to view the community college educational process as multidimensional. Essentially, what we are looking at is a) the institution's ability to deliver services (process) and b) the institution's ability to effect change in the student (value-added product). In the first instance, we are concerned with quantitative measures - enrollment statistics, minority students enrolled, persistence rates in remedial courses, persistence to degree, percentage of graduates employed in field of major within six months of graduation, number of contracted service agreements, etc. Quantitative measurement of institutional effectiveness is important because it provides a mirror of the college, it tells us what we are successful in doing. It focuses on the characteristics of the college. In Planning Effectively for Educational Quality, Berquist and Armstrong suggested seven criteria for a high quality academic program. Those criteria may equally be applied to the college. It must be

1) Attractive = It does something that brings people to it.

2) Beneficial = It does something that is helpful to the individuals and the community involved in it.

3) Congruent = It does what it says it will do.

4) Distinctive= It is responsive to the unique characteristics of its service region.

5) Effective = It does what it does very well and can demonstrate its effectiveness to others.

6) Functional = It provides students with attributes needed to perform in today's society.

7) Growth Producing = It enhances growth in a number of important directions of learning.

The first five of the criteria focus on the characteristics of the institution, the last two on those of the learner, in other words the process and the product. The planning model which Connecticut used recognized that in order to affect students positively, processes had to be improved. Therefore, institutional effectiveness was two-fold. It addressed the institution's need 1) to develop or improve appropriate services and 2) to demonstrate change in the student as a result of the changes in the services provided. For example, under our strategic goal - 1.1 <u>To offer high quality academic programs and services</u>, in the objective 1.1(1)(See Insert A).

Insert A

1.1(1) Improve and refine basic skills placement testing procedures and develop placement assessment.

Responsible Unit: Central Office/Colleges

Indicators of Progress:

1. Implementation of a systemwide testing program.
   Target date: 1989

2. Consistent improvement in testing and placement rates.
   Target date: 1992

3. Demonstration, through improved student success rates, of validity of placement decisions.
   Target date: 1991

4. Continuation of a systemwide committee to review developmental efforts.
   Target date: Ongoing

5. Annual assessment of remedial program.
   Target date: Annual

There are five indicators of progress or measures. Four of them have to do with improving the process. The fifth is the measure of our effectiveness, that is the impact on the student.

Defining the relationship between process and product is critical in implementing any institutional effectiveness plan. The educational enterprise has always had more clearly defined objectives for the process than the product. We are clear about the number of contact hours a 3-credit course should contain, how long a semester should be, the ratio of lab hours to lecture hours in Physics 101. We have been much less clear about what those investments of time are intended to produce. We do have some idea. After all, we pass some students and fail others. But given our emphasis on normative grading, i.e. grading students against their classmates, even our standards for passing and failing are constantly shifting. The problem is compounded by the nature of the product. Unlike the widgit, the student displays a most disturbing unpredictability. With the widgit, if you use the same chemical compounds, identical weights and a common mold, you have a chance of producing the same product 99% of the time. Take two students with identical test scores, put them in the same classroom, studying the same textbooks, attending the same labs and, 15 weeks later, you are just as likely to have two students with passing grades as you are to have one who fails and another who passes. Or one who is convinced of the efficacy of that class and one who denigrates it.

This variability is one of the most persistent problems we face in measuring the institution's effect on the student. How do you measure the impact? The first step is to recognize that we do not intend to produce widgits, and therefore, the standard for effectiveness cannot be uniformity. However, there are a broad set of output

measures which are used upon graduation (qualitatively) to measure the student. These usually focus on such characteristics as critical thinking, familiarity with and facility in manipulating cultural symbols--e.g. significant historical dates and figures, literary heroes--scribal and oral facility. The measures may include success rates in four-year institutions, transfer rates, job acquisition within six months of graduation, income level five years after graduation.

Each of these measures can give a sense of how successful the college's graduates are and, therefore, are appropriate for a survey of institutional effectiveness. In isolation, however, they fail to identify the effect of the college on the student, so input measures must be added. In an open-door college, that is not always a simple task. There is no uniform screening test, like the SAT or ACT, which, however relative its judgment, gives an input measure. Frequently, the only input measure is the basic skills assessment, and this can form the basis of an input inventory that can also include student goals, English language proficiency, need for remediation, educational and career goals, and the perceived relationship between the course of study and the expected career.

These inputs then become the basis for comparison with appropriate outputs on the other end. The effectiveness of the institution will be appropriately measured by the identified changes in the student. This is the value-added definition of effectiveness.

In the Connecticut system, each college had until 1988, used individual assessment instruments to place students in courses. Obviously, while this potpourri of instruments may have been successful in determining the academic needs of students they would be less useful in helping the system

identify the inputs which are necessary to study effectiveness. The first step in the process, therefore, was to institute a uniform assessment instrument which would allow comparative analysis of the system's efforts. Primarily, however, a single instrument would identify a standard of performance, the implementation of which would clearly delineate expectations for student performance.

The issue of uniformity always raises the question of reduced flexibility. Most recent literature - Roueche, Robert Peck, Berquist, Armstrong and McCabe-recognizes that the purpose of planning is to "anticipate change, opportunities, and retain flexibility. Activities are carried out by leaders who are ready to move and willing to take the necessary risks." Any systematic planning process runs the risk of reducing initiative, yet it is imperative that independence of thought be allowed within the context of the planning process.

The question then is, is the risk of reduced initiative worth the process of planning? Or differently stated, are the benefits from planning sufficiently persuasive to offset the fears of reduced freedom of action?

To solve the inherent conflict between accountability of the planning process and the initiative of the institutions, the Connecticut system decided to split the responsibility for plan development. The benefit of the planning process at the state level would be to make explicit the expectations and aspirations of the leadership of the system. This process would, in fact, provide greater certainty for presidents and line administrators because the expectations would be clearly stated and, therefore, units of measurement would be predictable. To solve the second problem, that of fostering institutional initiative, the plan accepted that the strategies for implementing the goals had to be developed at the colleges and specific, quantitative or qualitative

measures had to be assigned by the college to each objective. The immediate effect was to force colleges to make assumptions about their future, which, while unpredictable, could be managed through a carefully thought out set of alternative responses. By allowing colleges to formulate the strategies, however, they were empowered to respond with tactical plans to opportunities, or crises, as they developed. Strategies are a product of a) institutional values and b) environmental circumstances. The more mature the college, the stronger the impact of these two forces, and therefore, the more potentially dislocating the external imposition of a planning process. Any systemwide planning process must account for these variables if it is to prove successful. The selection of appropriate strategies allows the college to retain that most prized attribute of mature organisms: choice. Each choice made must be an affirmation of a complex of values, otherwise choices will lead to institutional dysfunction which frequently expresses itself as resistance to change.

Yet, higher education demands leadership, and reconciling the demands of the two imperatives--leadership and collegiality--is a difficult task.

The critical question, therefore, was, how do you implement a set of effectiveness measures which the colleges had only a limited role in creating? How would the presidents be able to implement a plan which the faculty and staff on individual campuses would not take ownership of because it was not their creation? The problem of "grass roots" ownership, of course, exists within the single institution as well, but the difficulty is geometrically increased at the system level. Within institutions, the primary source of competition is the struggle for a) resources and b) recognition. One division will compete with another for the plan to provide a particular emphasis so as to indicate its central position

within the institutional plan. On campus, therefore, most energy is devoted to <u>including</u> activities. At the system level, the problem is different. Institutional autonomy is a primary concern. How much will the systemwide plan restrain and restrict individual campus efforts? How will the plan force the president into a confrontational relationship with his/her faculty? How will system emphases intersect with campus emphases? Since measurement is implicit in the planning process, how, if at all, will the institution be "punished" if it fails to meet some externally determined standard? What resources will the Central Office provide to ensure that the activities in the plan are achieved? If none, how would reallocations take place, from the Central Office or within the college?

It was terribly important to answer these questions early on, to provide assurances to the presidents that their hands would not be tied by the plan. Given the need for swift response to regional needs, the plan had to provide the flexibility which allowed the colleges a high level of responsiveness while holding them to some standard of performance. This could only be worked out by the colleges' involvement in the process.

To ensure this, the committee made the decision to widen the review process beyond the presidents and the Central Office staff, to involve the Board of Trustees and the four systemwide Deans' Councils--Academic Affairs, Student Services, Administrative Services and Continuing Education--in the process of critical review. Each additional element contained a danger. By involving the Board of Trustees in the review process, there was the advantage of testing their support for the ideas, concepts, and directions contained in the plan. The disadvantage was that if the Board of Trustees endorsed the concept there was the difficulty of modification if subsequent review series necessitated changes. To overcome this difficulty, we had the Board of Trustees

endorse general directions rather than specific goals or objectives, the understanding being that the resulting document would be given a further reality test through review by the deans and presidents before it was returned to the Board of Trustees.

The Deans' Councils were, in fact, our reality tests. These, after all, were the administrators who would implement the plan and their reactions would be tempered by the constraints of the world in which they operated.

For the first time, as well, we would confront the competition which the campus president would face, i.e. individual deans' councils wanted their interests represented in the plan. This process also served to reshape the directions in which the system would travel.

The primary advantage of this planning methodology was that at each step of the way there were three review processes--the presidents who were the visionaries of the system, the deans who had more local concerns and reality-tested the vision and the Board which had the power to make the vision a policy statement. The entire leadership of the system, therefore, participated in the process of creating the vision of the future and the responses to it.

Even with this broad-based leadership involvement, the question of how to involve the faculty and staff on campus still remained. How could the faculty and staff have input? It was clearly recognized that there had to be a two-tiered planning process if we were to have campus faculty and staff input but more importantly if the colleges were to be free to respond to the challenges of their service regions. In short, while the leadership of the system would create a reality-tested but visionary plan, the individual colleges would have to duplicate the process with appropriate

involvement from faculty and staff. In this way, the Long-Range Plan would not stifle the creativity of the colleges. The plan began with the assumption that to focus the system's efforts to provide high quality services and programs to the citizens of Connecticut there had to be an awareness and acceptance of common purpose. It also recognized that quality and diversity are symbiotically linked and sought to provide direction without restricting the colleges' ability to respond. It articulated a set of values for the system, provided a sense of the direction in which it would travel, even gave some idea of where it ought to end up. It did not seek to determine specifically how the colleges would get there. To the colleges' was left the responsibility of defining exactly what strategies would be used to effect the plan.

But what were the truths which we held to be self-evident? We accepted Igor Ansoff's characterization of the new era in which we lived, that is, "one of enrollment decline, rapid change, proliferating technologies, socio-political pressures and controls, simultaneous multiple challenges and differentiated novel challenges." (Igor Ansoff "Managing Strategic Renewal," presentation at the Rine Symposium: Dayton, Ohio, 1985). The planning process assumed that a self-conscious look at the system would itself be salutary because that investigation would be implicitly educational. It assumed that the directions and the aspirations established by the plan would be enhancements to processes already going on in the colleges. In other words, it presupposed that the values which it articulated existed in some form and in varying degrees within the system. Finally, it assumed that since the environment was rapidly changing, the colleges could ameliorate the impact of those changes by themselves changing in response or in anticipation.

The plan, therefore, sought to engage elements of both strategic and long-range planning. We define the former to be the institution's increased focus on its external environment, the basic aim of which is to generate strategies which fully exploit opportunities and minimize constraints. The latter, long-range planning, may be defined as the attempt to maximize those benefits already seen to exist. If the plan were to be useful it had to possess qualities from both types of planning. It had to be strategic in order to respond to the changing environment, and it had to be long range in order to extract increased efficiencies from current practices.

Central to the process of long-rang planning was the extent to which the annual budgetary process would be linked to the elements of the plan. System budgetary allocations had to reflect system planning initiatives. Given the number of operational goals it was clear that the system could not identify each goal as an annual priority. We decided, therefore, to highlight those initiatives which were pressing on us at the moment and give them the highest funding priority. For example, the system was engaged in implementing a student assessment program and this had been identified as a system priority for 1988-9. Dollars were set aside to fund the start-up costs of this program. In this way, the system could generate and support the necessary response.

The area of greatest liability in the process was the plan's ability to intersect with the colleges' plans. How would we ensure that the system vision was translated into operational values on each campus? This took the form of a three-step process. The first I have already discussed, i.e. the involvement of the presidents and deans in the development of the system plan. This, however, was essentially a conceptualization process which is infinitely simpler to

orchestrate than the implementation process. The plan recognizes that the committee structure on campus will allow for wider involvement, but it also brings greater diversity of opinion. Yet, this diversity had to be encouraged if the spirit of the plan were to be fulfilled. Since the institutional documents would be submitted to the Executive Director on April 1, 1989, the colleges had a year to put the committee structure in place and to design an appropriate plan of action which showed:

I.) correlation with the system plan;
II.) strategies for achieving the operational goals;
III.) appropriate quantitative and/or qualitative measures for their activities.

Finally, the plan had to be a living document susceptible to periodic review and change based on shifts in the external environment. To achieve this, there is a biennial review process to check assumptions and accomplishments and to match these with strategic responses.

What was it that we hoped to achieve with this process? First, the plan was a statement to both the colleges and the regulatory and legislative agencies that we were committed to the idea of progress. We were ever aware of the two audiences with their differing, occasionally contradictory, demands--the outside agencies' interest in accountability versus the colleges' interest in autonomy. To be successful, the plan had to balance these interests. The Connecticut Department of Higher Education had produced a strategic plan for higher education two years before and it made sense to identify our aspirations as closely as possible with the Department of Higher Education's larger strategic goals. Part of the political process, therefore, had to do with a conscious act of embedding the community college plan into the Department of Higher Education's plan.

Secondly, although the planning process was neither required by the state nor by accrediting agencies, it also made sense to identify the initiatives closely with the state's economic development assumptions and plans. The Jobs for Connecticut's Future provided such a statement about the movement of the state's economy up to the year 2000.

The document, therefore, sought to align, and ally, itself with the projections of those regulatory and legislative bodies which provided the resources with which the plan would be accomplished.

The third framework was the mission statement of the system which embodied the larger commitments to high quality education, access and responsiveness to emerging needs which would be the underpinning of the plan. The relationship between the Mission Statement and the Long-Range Plan had to be systematic and thorough. The plan, in other words, had to be the operational arm of the mission, our policy statement. Like the mission statement, it would be an affirmation of the system's central beliefs about itself, but it would go beyond the belief, providing each college with a set of expectations with measures at the end of a prescribed time period.

Beyond simply the mechanics of the process, the part of the planning effort which proved most useful for us was grappling with ideas about the system and its future. Those ideas, which later were reflected in the plan as either goals or measures, bear heavily upon our topic of institutional effectiveness.

One of the central assumptions we had made was that the Connecticut economy was going to expand by 15% while the

labor force would only expand by 10%. One corollary of this fact was that one of two possibilities was available to Connecticut business. In a declining labor market, labor costs would rise or business would flee Connecticut. Secondly, research had shown that Connecticut business needed more entry-level and upper managerial persons to fill job openings. How were the community colleges to respond if they were to be a resource for the state's economy? Central to our reasoning was the fact that Connecticut could not afford to waste any part of the potential labor force. This suggested to us we needed to emphasize in the plan those populations which have traditionally fallen through the recruitment net or, if recruited, have had only a fleeting attachment to the college. The plan, therefore, emphasized recruitment and retention of minorities, providing services to high school drop-outs and the retraining of current workers. The renewed emphasis on minorities, and our assumptions that the Connecticut economy's change from manufacturing to an information/service industry would demand liberally educated, communicative employees, led us to a consideration of the general education/liberal arts component of the curriculum. The question was how would the community colleges be able to provide the education necessary to create this kind of individual given the part-time nature of the student body? Can liberation be fostered in an environment where student interaction is minimal? Given the increasingly international nature of the state's economy, what would be the community colleges response to the challenges inherent in this situation? Could the community colleges, with their traditional allegiance to the local service area, be an effective instrument for providing an international curricular perspective? Given that the economy will become more dependent on minority labor, and given that 50% of the minorities in higher education in Connecticut were at community colleges, what strategic decisions would the colleges have to make to ensure that these human resources

were not wasted? If the colleges were to attract and retain minorities in significantly increased numbers, what implications did this have for the curriculum? Could it continue to insist that general education was exclusively a grounding in European thought? If the school reforms in K-12 are successful, better prepared students will be coming to the community colleges by 1992. Yet, K-12 has shown little capacity for being able to educate minority students. There is the possibility of an even more serious bifurcation of students' skills. How would faculty function in this environment?

The community colleges of Connecticut had had significant budget increases in the last six years, growing 104.5%--35.6 to 72.8 million--between 1982 and 1988. One of the difficulties of people giving money to you is that eventually they ask what you are doing with it. One of the assumptions which we made was that the good times would end and then we would be faced with declining resources. The question was, how best do you prepare for that? Positioning is said to be the art of gunnery; it is also the art of marketing. In the first place, we had to have a strategy for creating alliances with members of the legislature and positioning ourselves for the hard times. Secondly, we had to improve our institutional research. If we were to market ourselves, then we had to know not only philosophically, but quantitatively, what we were. We had to do a better job of demonstrating our validity and our social necessity. We needed to know how well our "graduates," associate degree and certificate, were doing, and who was hiring them? How satisfied were business/industry with the skills these new employees brought from the community college? Could/did our graduates successfully compete with graduates from 4-year colleges? If we were to market ourselves effectively, we had to know what we were successful in doing. In other words, we had to have a "bottom line," in higher education, a masterfully elusive

concept. In defining our outcomes, however, we were setting expectations against which we could be measured and against which we could measure ourselves. This I believe, is the single most difficult hurdle to overcome - that of establishing standards of performance. It is allied to the concept of institutional autonomy, but if autonomy is an essentially cerebral construction then the reaction to measurement is quintessentially emotional.

The whole issue of institutional effectiveness speaks to defining what we are and where we intend to go. That is unnerving because a close look at any organism will show not only strengths but deficiencies. Yet, if we are to progress through the systematic development of our strengths we must be willing to expose our weaknesses so that we can plan for their elimination. To do that, we need to quantify what we are doing. Data collection, analysis and dissemination are critical in the process of trying to decide what is important and how to achieve it, which in another way of describing planning. The system had to determine what pieces of information were indispensable to the successful implementation of its mission statement and those data had to be collected, compiled and used as planning elements. Briefly stated, we could not afford to guess about our success; we had to be able to demonstrate it.

It is important to realize that in this planning model, data have no role independent of their function as planning elements. Data are a record of our achievements and failures to be used as agents of improving the institution's effectiveness. It is equally important to realize that we will be judged on our ability to be what we say we are so marketing has to include the process of our efforts to make our services better. In short, marketing and planning are essentially the same.

The planning process was a response to a changing environment, the characteristics of which were 1) insistence on accountability, 2) more regulation and control, 3) declining resources, and 4) emphasis on creating structures which respond to a diverse population of students - older, minority, part-time, single parents. Without detailed knowledge of that environment, it was difficult to organize resources effectively. The organization of the future into a set of possibilities substantially reduces the uncertainty of choices, though it does not eliminate the risk. The plan had to assume a constantly changing environment in which new alignments of circumstances could dramatically alter relationships and, therefore, invalidate planning assumptions. External conditions must be understood in order to predict the environment within which the system will be operating, and these must be reconciled with individual colleges' perceptions of their environments.

The method used was a think-tank process in which the Planning Committee, made up of the Presidents' Council and Central Office staff, jointly created a vision of the future.

The initial assumptions were systematically tested against the group's vision of what the future would hold. The initial assumptions had been gathered from a series of sources including environmental scans done by industry, banking, economic development agencies and others. These assumptions were, in the process, systematically matched against the Presidents' and Central Office's experience, and then refined for their impact first on higher education and then on the Community College System. There were some assumptions underlying this process: 1) that the community college was quintessentially the higher education sector that is market-driven, given its philosophical commitment to flexibility, and therefore, would be first affected by environmental changes. If this is true, these changes would not merely influence, but could dictate, strategical choices. The process, therefore, assumed that we would be affected by these forces but that anticipation would allow us, if not to avoid, at least better to respond to, the circumstances.

2) It assumed that within the state system of community college leadership there was a repository of wisdom which collectively could prove clairvoyant and provide a reasonably clear vision of our possibilities. The second half of this assumption was that each president with a primary concern for his college and service area would bring to the discussion areas of divergence and potential conflict. It was accepted that the process of reconciling the differences in vision would prove useful in achieving the ultimate aim of involving the system's leadership in implementation of the plan.

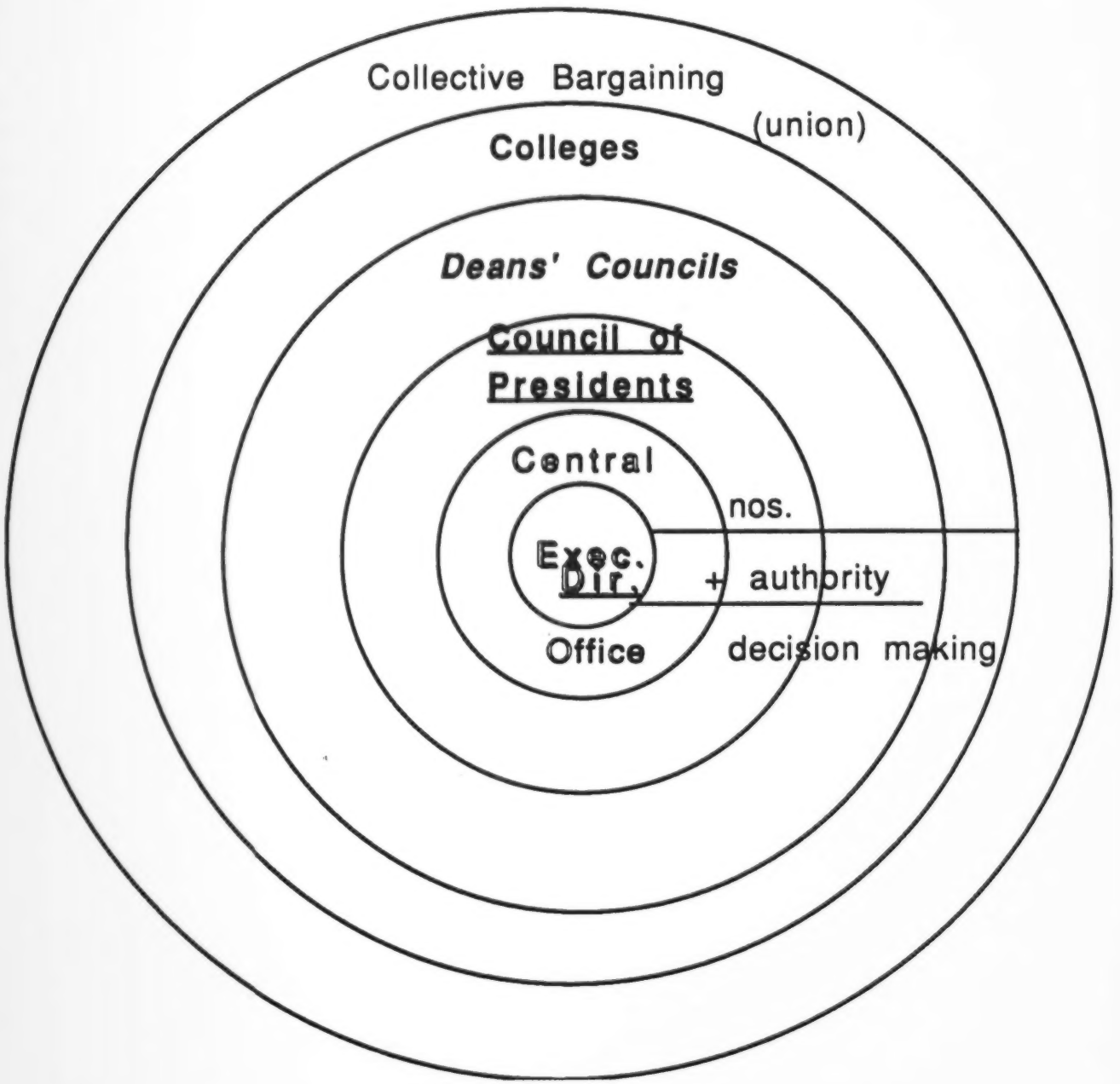
3) An unstated assumption was that in planning, in trying to perceive the future and to shape it, we could reduce impacts on the system. We might in the best of circumstances, be able to fulfill our wishes; in short, we could be ourselves the makers of the future. The planning act then became a conscious attempt to create circumstances rather than simply respond to them.

Throughout the planning process, the effort was helped by a facilitator. The primary role of this facilitator was to push the boundaries of the assumptions, because the role involves the recognition that weaknesses exist, a role which is difficult for presidents to accept, particularly since the Executive Director of the System was integral to the discussion. The facilitator had to define himself as a change agent, one whose initial assumptions were constantly tested but who was willing to push the group to acceptance of short-comings in the system. The facilitator had also to be able to integrate the multiplicity of information items which flow from such a meeting.

We quickly discovered that a group of 13 presidents/provosts functioned well in generating ideas and correcting misconceptions, establishing minority points of view, etc. They did not function well as an action group, so a smaller group of four--three presidents and the Assistant Executive Director was created to do the inter-meeting review and rewrite for discussion at each Presidents' Council meeting. This methodology served us well in two ways. It distributed the thinking around the system and encouraged at least three presidents to "buy into" the process from the beginning. This frequently proved useful in situations in which some presidents objected to a particular direction the plan was taking. In having their peers defend the plan, the possibility of an institution-Central Office confrontation was reduced. This is particularly significant since the

plan, although periodically requested by the presidents, was a "top down" document, in that the Central Office had generated it.

It is axiomatic that in higher education "top down" management generally fails. It certainly has a higher probability of failure if there is no tradition for the strategic application of power. In higher education, power tends to be diffuse, residing in many sources and susceptible to replacement. Because power exists in only a limited form, "top-down" management is generally ineffective in higher education.


Collective Bargaining
(union)
Colleges
Deans' Councils
Council of
Presidents
Central
Exec.
Dir.
Office
nos.
+ authority
decision making

The problem is created because the lines of authority are in potential conflict since they are going in different directions. There is, as a result, greater need for conflict resolution techniques. At each intersection there is conflict and this increases in proportional relationship to distance from the center. If this planning process is to work, there is need for an envoy who can successfully cut across all the intersecting points. That envoy must interact with each constituency/power center.

Influence depends on the merging of each constituency's perception with the other. That is, each power center must agree that the problem is correctly defined and appropriately addressed. Language, in this instance, is highly charged and political in nature. Different power centers require different languages. In other words, truth, although it has only one soul, has many shapes. The envoy must share the bureaucratic mantle of the Central Office but must be able to shed it and assume the mantle of each power center.

It is imperative that there be an effective mechanism for transmitting ideas from the outer circles to the inner. This can be accomplished by the envoy or through each power center talking to its contiguous partners. Neither is effective on its own. Each is important and necessary for different reasons. To ensure the accuracy of the message transmitted, it is best for the envoy to speak directly to each power center. But to ensure cooperation within the institution and between the institution and the Central Office it is imperative that the power centers speak to each other.

The first question we need to ask ourselves is what do we plan for? What assumptions can we make about the next decade or so? Well, some of the trends are already staring us in the face; and we are already grappling with them. We have begun to accept that there will be a dramatic decline in the

number of 18-24 year olds and, by extension, the continuing decline of traditional-aged students through 1995. We have already attempted to bolster flagging enrollments by providing services to a potpourri of populations so heterogeneous that our best definition of them is "non-traditional", which is our way of saying "Only God knows what's going on." In Connecticut's system, 80% of the students are part-time. If over the next seven years, the traditional population continues to decline, we can predict an increase in that percentage. What does it mean when 80% of the students are attending school at night and 80% of the services are available in the day? How do you satisfy the needs of those students who do not fit our pattern of day attendance? And if 80% of the students are served without access to the 9-5 services we provided, can we justify these resources for 20% of the students? It seems to me that we either have to recognize that that part-time student may be inadequately served or that the full-time students have services they do not need. If the former is the case, then certainly a significant measure of our planning must turn on the assumption that structurally we may need to reshape ourselves if those students who come at night are to be properly served. We may be looking to reshape over a century of accepted academic practice, with its attendant, potentially deleterious, effects on labor relations.

Student body differentiation will increase our difficulties. American society is entering a period of age bifurcation. You already know the facts. White families are not replacing themselves and Black and Hispanic families are doing it for them. By 2010, the country will be one-third minority. This percentage will be considerably higher among the college-age students. Increasingly, white legislators will be forced to make choices between white, geriatric demands and minority, adolescent demands. Simply put, there will be pressure to choose between health and retirement services and education.

The baby boom generation will still be the most powerful, politically sophisticated voting block in America, and they will be demanding retirement legislation and the funds to support it. There is a good chance that education will suffer as a result. How do we position ourselves to ride out the storm?

There may be some bright spots. Eventually, the baby boom will disappear, but that takes us into the 21st century, and we are concerned with the next decade. A plague, for example Aids, may race through the society, completely rearranging racial and ethnic proportions; a reactionary congress may stop immigration and even repatriate resident foreign nationals, or World War III could make the question moot. These are real, but rather uninspiring, possibilities. Let's assume, therefore, that the world will go on in its haphazard, inefficient way, threatening extinction but managing to survive in fairly predictable ways. How do we plan for the eventualities outlined? One of the marvelous aspects of human nature is its flexibility, its capacity to be modified by circumstance. There will be a competing influence for the geriatric legislation of which we spoke, that is the need America has to be internationally competitive. The question will be, how can America compete effectively against Europe and Japan if her youth is untrained, uninspired and ill-disciplined? This, I believe, is the most potent message we have to encourage enthusiasm for education.

How will community colleges function in this larger national and international scheme? Do we really understand, or believe in, the role that the technician we produce has in the competition against the Japanese or the Europeans? I doubt if we think in those terms. And yet we must begin to think in precisely those terms if we are to understand the

incredible countervailing power that the need for American competitiveness provides education.

The Connecticut process of statewide planning, therefore, became an affirmation of the degree of congruence among the value systems of the colleges in the system. This congruence needs to be ascertained if effectiveness measures are to be meaningful and achievable. There is, as a result, a tension between idealism which is value-driven, and pragmatism which is information-driven. The Connecticut model of planning, which may be described as circular, allowed for the dynamic interaction of the two types--idealism (values) and Pragmatism (information) in a tension-reducing format. Institutional effectiveness in this model is the measurement of the fulfillment of commonly agreed upon values which are determined and operationalized through institutional planning.

The Connecticut model--which integrates a circular pattern of discussion--response-discussion, is still in its very early stages. As phase II of the process begins--that is the integration, during FY 1988-9, of institutional plans with the statewide long-range plan, the first test of effectiveness will begin. As faculty committees strive to flesh out the imperatives of the plan, the differences in perception and values between different centers of influence will be made more obvious. Still the process which we undertook, of initially involving the full leadership of the system will, we hope, reduce the number and intensity of those differences.

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